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REPORT
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C HAMA RIVER GATEWAY TO THE PAST INTERPRETATION AND VISITOR EDUCATION ACT OF 1990

JUNE 8 (legislative day, APRIL 18), 1990.—Ordered to be printed

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Mr. JOHNSTON, from the Committee on Energy and Natural Resources, submitted the following

REPORT

[To accompany S. 2014]

The Committee on Energy and Natural Resources, to which was referred the bill (S. 2014) to direct the Secretary of Agriculture and the Secretary of the Interior to provide interpretation and visitor education regarding the rich cultural heritage of the Chama River Gateway Region of northern New Mexico, having considered the same, reports favorably thereon with amendments and recommends that the bill as amended do pass.

The amendments are as follows:

1. On page 2, line 1, after "Gateway Region," add "(hereinafter referred to as the "Region"),".
2. On page 2, lines 10 and 11, strike "Chama River Gateway".
3. On page 2, line 13, strike "Chama River Gateway".
4. On page 2, lines 18 and 19, strike "Chama River Gateway".
5. On page 2, line 22, strike "Chama River Gateway".
6. On page 3, line 1, strike "Chama River Gateway".
7. On page 3, line 23, strike "Chama River Gateway".
8. On page 4, line 2, strike "Chama River Gateway".
9. On page 4, line 13, strike "within the area generally referred to as the" and strike lines 14 and 15 in their entirety, and insert in lieu thereof, "on lands they administer within the Region.".
10. On page 4, line 21, after " shall develop" insert ", in consultation with interested parties,".
11. On page 6, lines 3 through 8, strike section 3(c)(1)(B) in its entirety and insert the following in lieu thereof:

(B) not later than three years after the date of enactment of this Act, establish, designate, and sign interpretive

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routes specified in the Plan. Such interpretive routes may be modified from time to time through periodic updates of the Plan;".

12. On page 6, line 19, after "interested parties" insert "as necessary".

13. On page 6, strike line 20 and insert the following in lieu thereof: "the purposes of this Act; and".

Purpose of the Measure

The purpose of S. 2014, as ordered reported, is to direct the Secretary of Agriculture and the Secretary of the Interior to provide interpretation and visitor education opportunities regarding the cultural heritage of the Chama River gateway region in northern New Mexico.

Background and Need

Humans are believed to have entered the Chama River region of New Mexico approximately 12,000 years ago. Living in small groups, these nomads traveled with the seasons to take advantage of available wild plant and animal resources. This hunting and gathering way of life continued with many variations for thousands of years, until around 400 A.D. when a shift to greater reliance on domesticated plants made a more settled way of life possible. By 1200 A.D., large settlements had been formed, but were for the most part abandoned by the time the Spaniards arrived in the sixteenth century.

In 1540, a small contingent from the Coronado expedition traveled through the Chama River region. The Spanish returned in 1598 and established the first Spanish settlement in New Mexico, near the confluence of the Chama and the Rio Grande Rivers.

Navajo, Commanche, Utes, and Apache also frequented the area for hunting, grazing, and trading. Around 1850, after the departure of the Utes and other groups, Hispanic homesteads and communities were established throughout the Chama River region.

Hundreds of prehistoric and historic sites have been identified in the Chama River drainage. The ruins of massive multi-storied pueblos, ancient rockshelters, and Spanish settlements remain. Many of these cultural resources are located on lands managed by the Forest Service and the Bureau of Land Management.

S. 2014 directs the Secretary of Agriculture, (through the Chief of the Forest Service), and the Secretary of the Interior, (through the Director of the Bureau of Land Management), to cooperatively develop and implement a program of interpretation and visitor education regarding the prehistoric and historic resources within the Chama River gateway region.

Legislative History

S. 2014 was introduced by Senators Bingaman and Domenici on January 23, 1990. The Subcommittee on Public Lands, National Parks and Forests held a hearing on this measure on May 1, 1990.

At the business meeting on May 23, 1990, the Senate Committee on Energy and Natural Resources ordered S. 2014, as amended, favorably reported.

Committee Recommendations and Tabulation of Votes

The Senate Committee on Energy and Natural Resources, in open business session on May 23, 1990, by a unanimous vote of a quorum present, recommends that the Senate pass S. 2014 if amended, as described herein.

The roll call vote on reporting the measure was 19 yeas, 0 nays, as follows:

YEAS	NAYS
Mr. Johnston	
Mr. Bumpers	
Mr. Ford	
Mr. Bradley	
Mr. Bingaman*	
Mr. Wirth	
Mr. Conrad*	
Mr. Heflin*	
Mr. Rockefeller	
Mr. Akaka	
Mr. McClure*	
Mr. Hatfield*	
Mr. Domenici	
Mr. Wallop	
Mr. Murkowski	
Mr. Nickles	
Mr. Burns	
Mr. Garn**	
Mr. McConnell*	

*Indicates voted by proxy.

Committee Amendments

During the consideration of S. 2014, the Committee adopted three substantive amendments and a number of technical amendments. The first amendment clarifies that the interpretive program provided for in the measure relates only to those lands managed by the Forest Service and the Bureau of Land Management. The second requires that the Secretaries of the Interior and Agriculture consult with interested parties in developing the Interpretation and Visitor Education Plan. The last substantive amendment addresses the Secretary's authority to enter into cooperative agreements with Federal, State and local agencies, Indian tribes and others. The original text allowed the Secretary to enter cooperative agreements to "carry out" this Act. The amendment broadens the Secretary's ability to enter into such agreements by allowing him to do so to "carry out the purposes" of this Act.

A more complete description of the amendments is found in the "Section-by-Section Analysis" portion of this report.

Section-by-Section Analysis

Section 1 entitles the Act the "Chama River Gateway to the Past Interpretation and Visitor Education Act of 1990."

Section 2 contains the Congressional findings and describes the Chama River Gateway Region, (the "Region") of New Mexico.

Section 3 provides for the development of an interpretation and education program for the Region, and the associated plan.

Subsection (a) directs the Secretary of Agriculture, acting through the Chief of the Forest Service, and the Secretary of the Interior, acting through the Director of the Bureau of Land Management, to cooperatively develop and implement an Interpretation and Visitor Education Program regarding the prehistoric and historic resources found on lands they administer within the Region.

Subsection (b) sets forth the requirements of the Interpretation and Vistor Education Plan associated with the Program provided for in subsection (a).

Paragraph (1) of subsection (b) directs the Secretaries to locate and identify historic and cultural resources of the Region which would be suitable for interpretation and education.

Paragraph (2) directs the Secretaries to develop an Interpretation and Visitor Education Plan, in consultation with interest parties, not later than 12 months after the date of enactment of the Act.

Paragraph (3) specifies those opportunities for interpretation and education that the Plan shall consider.

Paragraph (4) requires that the Plan be updated periodically.

Paragraph (5) directs the Secretaries to develop uniform policies and procedures regarding the cultural resources found on lands managed by the Bureau of Land Management and the Forest Service within the Region.

Subsection (c) provides for the implementation of the Interpretation and Education Program and the Plan, including the development on interpretive tour routes; the publication of a descriptive brochure; consultation with other agencies and interested parties; a long-range strategy for the protection and interpretation of significant cultural resources; and direction to the Secretary of Agriculture to maintain a portion of the existing Ghost Ranch Living Museum as a visitor center.

Section 4 authorizes the appropriation of such sums as are necessary to carry out this Act.

Cost and Budgetary Considerations

The Congressional Budget Office estimate of the costs of this measure has been requested but was not received at the time the report was filed. When the report it is available, the Chairman will request it to be printed in the Congressional Record for the advice of the Senate.

Regulatory Impact Evaluation

In compliance with paragraph 11(b) of Rule XXVI of the Standing Rules of the Senate, the Committee makes the following evaluation of the regulatory impact which would be incurred in carrying out S. 2014. The bill is not a regulatory measure in the sense of

imposing Government-established standards or significant economic responsibilities on private individuals and businesses.

No personal information would be collected in administering the program. Therefore, there would be no impact on personal privacy.

Little, if any, additional paperwork would result from the enactment of S. 2014, as reported.

Executive Communications

On April 15, 1990, the Committee on Energy and Natural Resources requested legislative reports from the Department of Agriculture, Department of the Interior and the Office of Management and Budget setting forth executive views on S. 2014. These reports had not been received at the time the report on S. 2014 was filed. When the reports become available, the Chairman will request that they be printed in the Congressional Record for the advice of the Senate. The testimony provided by the Bureau of Land Management and the Forest Service at the Subcommittee hearing follows:

Statement of Dean Stepanek, Deputy Director, Bureau of Land Management, Department of the Interior

I appreciate the opportunity to appear before you today to present the Department's views on S. 2014, the proposed "Chama River Gateway to the Past Interpretation and Visitor Education Act of 1990".

We support the enactment of S. 2014.

The bill directs the Secretary of Agriculture, acting through the Chief of the Forest Service, and the Secretary of the Interior, acting through the Director of the Bureau of Land Management, to cooperatively develop and implement a program of interpretation and visitor education regarding the prehistoric and historic resources within the Chama River Gateway Region, north of Santa Fe, New Mexico.

Not later than 12 months after enactment of S. 2014, the Secretaries would be required to develop an Interpretation and Visitor Education Plan for the Region that describes and prioritizes opportunities for interpretation and visitor education regarding the prehistoric and historic resources that they identify as being suitable for the Region's visitors. The Plan would be required to consider a diverse range of opportunities for such interpretation and education, including guided and self-guided tours for automobiles, hikers, and rafters; interpretive centers and displays; audio-visual presentations; demonstrations; and signs, exhibits, and brochures. For the cultural resource properties in the Region, the Secretaries would be required to develop uniform policies and consistent procedures for complying with the National Historic Preservation Act; issuing permits pursuant to the Archeological Resources Protection Act of 1979; consultation with Indian, Hispanic and other local residents and communities; and for visitor center development, patrol and monitoring. In implementing the Act, the Secretaries would be required to—

Develop and periodically update a long range strategy for implementation of the Plan;

Establish, designate, and sign tour routes identified in the Plan not later than 2 years after enactment;

Direct interpretive and visitor education efforts initially towards properties managed by the Bureau of Land Management and the Forest Service, especially those accessible by public road or trail;

Publish and periodically update a brochure describing the interpretative and educational opportunities in the Region that are available to the public;

Consult with and enter into cooperative agreements with other Federal agencies, State and local agencies, Indian tribes, Hispanic groups, and other interested parties to carry out this Act; and

Develop a long range strategy for completion of needed inventory, evaluation, nomination, protection, and interpretation of significant cultural resource properties on Bureau of Land Management and Forest Service lands in the Region.

In addition, S. 2014 directs the Secretary of Agriculture to develop, maintain, and operate, in cooperation with other Federal agencies and other public and private entities, a portion of Agriculture's Ghost Ranch Living Museum as a "Gateway to the Past" visitor center to provide information, orientation, interpretation, and education regarding the prehistoric and historic resources of the Region.

Finally, S. 2014 would authorize to be appropriated such sums as are necessary to carry out this Act.

It is worth noting that the Spanish explorer Coronado marched into New Mexico in 1540 and discovered thriving populations of Pueblo Indians living in large villages containing thousands of inhabitants. The Chama River Gateway Region features some of the largest pueblos in the entire Southwest. Some of these archeological sites contain 2,000 individual rooms and occupy entire mesa tops. Yet, mysteriously, this area was abandoned shortly before Spanish colonization of New Mexico. The reason for the abandonment of the Chama River drainage is a puzzle that archeologists are still attempting to solve. S. 2014 is intended to enhance public understanding of this rich cultural heritage and provide additional protection of the cultural resources of the Region.

Significant recreation planning efforts are already underway by both agencies. The Bureau of Land Management's "Recreation 2000" lays out how the BLM intends to expand and improve its recreation program to meet the growing demands for recreation on the public lands of this nation. The Forest Service's National Recreation Strategy also provides directions for developing amenity programs within the agency's mission. Both plans clearly reflect a commitment each agency has made to further its multiple use mandates.

The interpretive program authorized by S. 2014 could become a model interagency cooperative effort that could further the recreation program goals contained in the Bureau of Land Management's "Recreation 2000" and the Forest Service's National Recreation Strategy, while stimulating local economic development through tourism. S. 2014 provides a creative and cost effective way to carry out those commitments.

In fact, a cooperative effort is already under way. Over the past year, the Bureau of Land Management, the Forest Service, and the Corps of Engineers have met periodically to coordinate plans for the management of nationally significant archeological resources. Our agencies have produced an Interpretive Prospectus titled "Living with the Land: People and Cultures of the Chama," which sets forth our goals for the Region.

The program has three basic elements. First, an interagency Gateway to the Past Visitor Station will be developed at the current Forest Service Ghost Ranch Living Museum on Highway 84. Both the Bureau of Land Management and the Forest Service are committed to beginning construction of the facility this year. Visitors will be directed to several interpretive loops featuring different mixes of cultural sites. Brochures, videotape programs, posters, publications, and living history demonstrations will be available. Second, unobtrusive on-site interpretation with low-key developments will contribute to a sense of discovery for public visitors hiking up to the rules. Third, visitor participation and outreach programs will include talks by Native Americans, volunteer projects, and the involvement of the public on stabilization or excavation projects.

What distinguishes this initiative from some others is the extraordinary number of interested partnerships which are forming to cooperatively manage and protect this Region's cultural heritage. Cooperative management agreements are now being finalized to study and interpret the archeological sites and contemporary Native cultures.

This program represents an excellent opportunity to stimulate visitor interest in the past by explaining how human adaptive strategies changed over time. We plan to strengthen site protection by increasing a visible agency presence at sites while increasing the public's appreciation of their cultural and scientific values. We recognize that opening sites for public visitation is not without risk. However, before they are opened, sites will be carefully mapped and a sample collection made of their surface artifacts. Agency and volunteer patrols will be increased at the sites. Adopt-a-site programs and host caretaker programs will be explored. All interpretive materials, from brochures to on-site signing, will emphasize the need for all Americans to respect and protect archeological sites. We are especially excited about the prospect of the direct and active involvement of resident Native American and

traditional Hispanic communities in the interpretation, management, and protection of their own heritage.

Tourism and its related industries provide more employment than any other industry in New Mexico. The development and promotion of this interpretation and education program could result in hundreds of thousands of additional visitors to the Chama Region. Given the tremendous interest visitors to New Mexico have in exploring our rich archeological legacy, implementation of the provisions of S. 2014 will lead to the development of popular recreation alternatives with positive local economic benefits.

As I mentioned, we are already carrying out some of the actions that would be required under S. 2014. S. 2014 would mandate by law an interpretive and education program for the Chama River Region.

In summary, S. 2014 will assist us in meeting our obligations under the Archaeological Resources Protection Act and the National Historic Preservation Act. The interpretation and recreational use of archeological resources, if done wisely, can lead to resource protection as well as regional growth.

This concludes my statement. I will be pleased to answer questions.

STATEMENT OF JAMES C. OVERBAY, DEPUTY CHIEF, FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE

Mr. Chairman and members of the subcommittee, thank you for the opportunity to offer our views on the bills being discussed today. My comments concern only four of the bills, as the remaining bills do not involve the Department of Agriculture.

S. 1831, REGARDING THE "OLD TAOS RANGER DISTRICT OFFICE AND WAREHOUSE"

S. 1831 would convey, without compensation, the "Old Taos Ranger District Office and Warehouse" to the Town of Taos, New Mexico.

We support the proposed conveyance, but we oppose conveyance without reimbursement to the Federal Government. Furthermore, we oppose relinquishing facilities currently occupied by personnel of the Carson National Forest without provisions being made for acceptable replacement facilities. Therfore, we recommend that S. 1831 be enacted only if amended to require an equal value exchange or payment of fair market value, and to authorize the Carson National Forest personnel to continue to occupy the property without payment of rent, or other fees, until suitable replacement facilities are made available for their relocation.

The land was purchased by the Forest Service in 1937 to provide an office location for the Taos Ranger District. Since that time, the site has been continously occupied by the Forest Service. Currently, the facilities are used by

part of the Forest Supervisor's staff because the Supervisor's office, which we lease from a private party, is too small to accommodate all of the staff. We are negotiating with the owner of the Supervisor's office for construction of an addition to accommodate the Forest Service staff occupying the "Old Taos Office and Warehouse." Although we are hopeful that space will be available before the end of the year, we have no assurance that this will be the case. Accordingly, until such time as satisfactory space is available for the staff persons occupying the "Old Taos Office and Warehouse," we feel strongly that the bill, as introduced, is unacceptable.

We also believe that the broader general public should benefit from conveyances to local communities. In keeping with national direction that disposals of Federal land should be at fair market value, we strongly urge that committee to consider amending the bill to require compensation at fair market value through a land exchange or payment.

The "Old Taos RD Office and Warehouse" property was appraised in January 1987 at $330,000. Based on that appraisal, we estimate that the current value about $360,000. This amount would not be sufficient to buy replacement land and build a satisfactory new office for the staff displaced by this proposal. However, we recommend that any funds collected from the sale of the property be deposited into a special account, which would be available to the Secretary for the acquisition of other lands or interests in lands in the State of New Mexico that are desirable for improvement and mangement of the National Forest System.

Our recommendations are presented, in the form of a substitute bill, in our supplement statement. I request that the supplemental statement be included in the hearing record along with my testimony.

S. 2014, REGARDING THE CHAMA RIVER GATEWAY REGION

We strongly support S. 2014, the "Chama River Gateway to the Past Interpretation and Visitor Education Act of 1990", with one minor amendment. The interpretive programs provided for in this bill would open exciting opportunities for residents of northern New Mexico and visitors to gain an appreciation of the rich cultural heritage of the Chama River Valley.

Recent information indicates that visiting historic sites ranks among the top two or three activities visitors seek as they plan their vacations. This is especially true in the Southwest. We believe we have an opportunity to offer visitors a unique experience when they visit sites on National Forest and Bureau of Land Management lands in the Chama River Valley—a chance to enjoy "discovering" sites in a relatively undisturbed and undeveloped setting. These interpretive opportunities will compliment the expe-

riences already offered by more highly developed parks and monuments established in northern New Mexico.

In cooperation with the Bureau of Land Management and other partners in the Chama River Valley, we would be able to examine and develop interpretive and educational opportunities throughout the Gateway Region. There would be opportunities to tell the story of this area's history and prehistory; from the earliest archaic hunters and gatherers, to the pueblos builders of the 14th and 15th centuries; to the Native American groups of the 18th and 19th centuries; to the present ranchers today.

Enactment of S. 2014 would require completion of an Interpretation and Visitor Education Plan by the Secretaries of the Interior and Agriculture within 12 months. This plan exists in draft form today and is currently being revised. We support the concept of a cooperatively developed plan.

S. 2014 would also require that no later than 2 years after enactment, the Secretaries would be required to establish, designate, and sign tour routes identified in the plan. We believe the 2-year implementation period should be extended to 3 years. This would allow time to fully address local concerns and involve the public in developing protection and interpretation plans for specific sites. The additional year would also assure adequate time to carry out necessary site repair and stabilization work prior to opening sites for visitation. We also believe the interpretive loops should be an option rather than the prescribed method of interpretation. Such flexibility will assure that each individual site will receive the form of interpretation best suited for the site and its location.

Our recommendations are presented, in the form of amendments, in the supplemental statement I referred to earlier.

S. 2165, REGARDING THE GLORIETA NATIONAL BATTLEFIELD

We defer to the Department of the Interior for an overall recommendation regarding establishment of the Glorieta National Battlefield.

S. 2429, REGARDING THE MIMBRES CULTURE NATIONAL MONUMENT

We support the concepts of protecting, preserving, and interpreting the Mimbres culture. We defer, however, to the Department of the Interior regarding the establishment of a new National Park Service unit to accomplish this.

This concludes my testimony. I would be pleased to answer any questions you may have.

SUPPLEMENTAL STATEMENT, U.S. DEPARTMENT OF AGRICULTURE, CONCERNING S. 1831 AND S. 2014

S. 1831, REGARDING THE "OLD TAOS RANGER DISTRICT OFFICE AND WAREHOUSE"

The following is a replacement bill:

A BILL to authorize the Secretary of Agriculture to convey certain lands to the Town of Taos, New Mexico

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, the Secretary of Agriculture (hereafter "Secretary") is authorized to convey by quitclaim deed to the Town of Taos, New Mexico, subject to the provisions of Section 2 of this Act all right, title, and interest of the United States in and to the following described tract of land and improvements thereon (hereinafter called "property"):

That property locally referred to as the "Old Taos Ranger District Office and Warehouse" located within the Town of Taos, Taos County, New Mexico, containing 0.633 acres, more or less, more specifically described in that certain warranty deed dated January 22, 1937, from William T. and Mary E. Hinde, husband and wife, to the United States of America, as recorded in the official records of Taos County, New Mexico, on January 23, 1937 in book A-34, Page 415 Record of Deeds of said Taos County.

SEC. 2. CONDITIONS.—(a). Any conveyance pursuant to Section 1 shall be conditioned upon the Secretary entering into an exchange agreement with the Town of Taos, sufficient to assure the Secretary that the Town of Taos will provide to the United States such land suitable for National Forest System purposes within the State of New Mexico, which is equal in value or equalized by cash payment to the property authorized to be conveyed as determined by the Secretary.

(b). The Town of Taos, may at the discretion of the Secretary, deposit cash in an amount not less than the fair market value, upon the date enactment of this Act, of the property conveyed. The cash so received shall be deposited into a special fund in the Treasury and shall remain available until expended by the Secretary for the purposes of acquisition of land and/or improvements suitable for National Forest System purposes within the State of New Mexico.

(c). The Secretary is authorized to continue to occupy the property without payment of rent or other fees, until such time as suitable replacement facilities, as determined by the Secretary, have been accepted for relocation.

(d). The United States is hereby released from any and all liability arising from the future use of the property affected by this Act.

S. 2014, REGARDING THE CHAMA RIVER GATEWAY REGION

Amend section 3(c)(1)(B) to extend the time frame for establishing, designating, and signing tour routes and also to give the Secretaries of the Interior and Agriculture discretion to determine if tour routes are the appropriate method to interpret cultural resource sites.

Section 3(c)(1)(B): Delete in its entirety and insert the following in lieu thereof:

> "(B) not later than 3 years after the date of enactment of this Act, establish, designate, and sign any interconnected interpretive loops selected through the public involvement process and specified in the Plan (such interpretive loops may be modified from time to time in periodic updates of the Plan);"

Changes in Existing Law

In compliance with paragraph 12 of Rule XXVI of the Standing Rules of the Senate, the Committee notes that no changes in existing law are made by the bill S. 2014, as reported.

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